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AUTHOR
Ludka, Arthur P.

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ABSTRACT

This report is an interpretation of the Colorado Department of Education's attempt to meet a pressing challenge in education: the need for the state to provide the leadership and coordination that is necessary in the development and implementation of state-wide plans to effect needed changes in education. This report attempt to: (1) Determine the various factors that contribute to the planning emphasis in the state education department; (2) Analyze the significant elements of the planning process; (3) Identify the methodologies and techniques used in orientation, and in building a readiness on the part of state and local education agency personnel to participate in the planning process; (4) Determine the sequence of events that served to move the planning process to where it is today; (5) Identify the interactions in educational planning between educational agencies at the state and local levels; (6) Identify the role of personnel who provided the leadership to make the department a viable change agency. The Colorado Department of Education is committed to new educational thrusts and is organizing its resources to implement them in an effective manner. The resources in the department will be utilized at a maximum to plan and attain improvement of education in Colorado. (ON)

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PLANNING IN THE COLORADO DEPARTMENT OF EDUCATION TO FACILITATE IMPROVEMENTS IN EDUCATION

Report of a Study
Sponsored by
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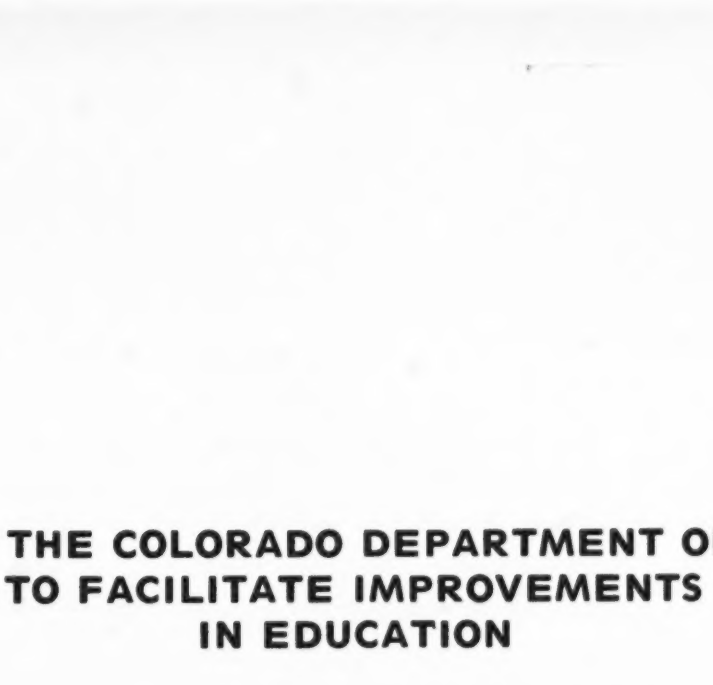
Improving State Leadership in Education



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Prepared by
Arthur P. Ludka
Colorado Coordinator and Assistant Director
Improving State Leadership in Education

Edited by
Edgar L. Morphet, Project Director
and
David L. Jesser, Associate Director
Improving State Leadership in Education

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Introduction

The three-year project, Improving State Leadership in Education (ISLE), a Title V, Section 505 project of the Elementary and Secondary Education Act of 1965, as amended, is concerned primarily with the emerging roles, responsibilities, functions and relations of state education agencies in improving education. One of the project's major purposes is to identify, describe and interpret effective state leadership policies and practices utilized in, or available for, effecting improvements in education and appropriate ways of achieving or implementing them.

The Colorado Department of Education, in consideration of the project's concern and in terms of the above purpose, cooperated with the project staff and reported on the planning effort being made in Colorado to further the department's influence in facilitating needed changes in education. This report is an interpretation of the department's attempt to meet a pressing challenge in education: the need for the state to provide the leadership and coordination that is necessary in the development and implementation of state-wide plans to effect needed changes in education.

The information presented in this report is the product of the author's search for answers to questions of *why*, *what*, *how*, *when*, *where* and *who* as related to educational planning in the department. In other words, what is presented is an interpretation of an attempt to:

- Determine the various factors that contributed to the planning emphasis in the Colorado Department of Education.
- Analyze the significant elements of the planning process in the Colorado Department of Education.
- Identify the methodologies and techniques used in orientation, in furthering understanding, and in building a readiness on the part of state and local education agency personnel to participate in the planning process.
- Determine the sequence of events that served to move the planning process to where it is in the state.
- Identify the interactions in educational planning between educational agencies at the state and local levels.
- Identify the role of personnel who provided the leadership to make the Colorado Department of Education a viable change agency.

A substantial period of time is necessary for the development of a planning mechanism for educational improvement that is truly comprehensive, statewide, long-range and systematic. The Colorado Department of Education is committed to the importance of planning for the improvement of education in Colorado and is diligently working to become more effective and efficient in this endeavor.

Byron W. Hansford
Commissioner of Education
State of Colorado

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Section One

BACKGROUND AND ORIGIN OF THE PLANNING EMPHASIS

The Colorado Department of Education (CDE), prior to the passage of the National Defense Education Act of 1958 (NDEA), consisted of a relatively small professional staff with responsibilities that were primarily regulatory in nature. With the impact of NDEA and the thrust of the Elementary and Secondary Education Act of 1965 (ESEA), the department was afforded the opportunity to expand its staff and to improve its leadership competence in various aspects of educational improvement.

In recognition of the need to meet the challenges inherent in its additional responsibilities, the department conducted several intensive studies to determine a focus and an organizational structure that would serve best to meet the state's educational needs in an effective and efficient manner. The need for coordination in long-range comprehensive planning within the Department and in the state became apparent in the studies and was consistently recommended for consideration in the reorganization of the department. The administrative leaders in the department capitalized on the opportunity that was afforded by these studies and provided the initiative in taking the steps that were necessary to bring a planning design into focus.

In December, 1966, the State Board of Education, upon the recommendation of the Colorado Commissioner of Education, appointed an Assistant Commissioner to direct a new Office of Planning Services. The purpose of this office initially was three-fold:

1. To establish a basis for coordinating the planning efforts in the department;

2. To balance the administrative load that developed from the additional responsibilities inherent in the federal enactments; and

3. To improve the operation of two divisions in the department, namely Departmental Administration and Statistics and Data Processing, so that information needed for management planning could become more reliable and timely.

The emphasis toward comprehensive educational planning was further stimulated by Colorado's participation in various multi-state ESEA, Title V, Section 505 projects such as; Comprehensive Planning in State Education Agencies (CPSEA), Designing Education for the Future (DEF), and the Midwestern State Educational Information Project (MSEIP). The project, Comprehensive Planning in State Education Agencies (1967-68), which was in part an outgrowth from the Designing Education for the Future project, was perhaps the project with the most influence in pointing to needed direction for planning in the department and in the state. The responsibility for cooperation in this project was assigned to the Office of Planning Services and a three member team was selected

to develop a comprehensive, integrated planning system for the department. This planning system sought to achieve two ends: the maximum utilization of resources in the department for educational improvement in the state and the provision of optimum services and leadership for planning at both the state and local levels. Initially, some members of the department staff misinterpreted the major purpose of the project by assuming that the team was to do the planning instead of developing a planning system for the department.

The Designing Education for the Future Project (1966-69), through its focus on the future needs of education, encouraged the development of a futures-perspective attitude. Long-range planning was emphasized as being essential in the development of a planning system. The need for an integrated educational information system become apparent as Colorado participated in the Midwestern State Educational Information Project (1966-69).

There were other factors that also influenced the planning emphasis and the direction of planning. In 1966, a mandate from the Governor's Budget Office specified that each state agency would be required to prepare and submit a five-year operational plan so that a determination of state fiscal needs could be made. Although this requirement was established primarily for state financial purposes, the mandate contained provisions for program and personnel planning as well. As a result of this request, each state agency was required to become concerned with planning. The experience of attempting to comply with this mandate indicated that there was a need to improve the understanding and competence of the department staff in planning.

State legislators, in response to public, as well as the department's, demands for quality education and the obvious need to increase state financial support for education, called for a phased development of the Programming-Planning-Budget System (PPBS) in the state's planning process in order to bring about greater effectiveness in the use of state funds. They also advocated that cost-effectiveness analysis should be applied to the programs supported by the state. The legislators were calling indirectly for more effective and efficient planning in education although their primary reference again was related to the need for more efficient use of state funds.

It would be difficult to identify which of these factors was most influential in the department's decision to develop an increasingly sophisticated planning system and for developing a long-range plan of operation in order to facilitate necessary changes in education. The internal and external forces affecting the department, in composite fashion, served to "set the stage" for an educational planning system to evolve. From this impetus, planning was able to move from its provincial form to an operation that held promise for needed educational change to be brought about in the state.

Purpose of Planning in the Colorado Department of Education

The rationale for Colorado's planning process is based on the interrelationship of means and ends: better information for better evaluation, for better coordination and better decision making, for improved instructional programs and supporting services.

- For better evaluation--to utilize an improved informational base for broadening and refining evaluative procedures.

- For better coordination--to insure inter-office as well as intra-office cooperation.

- For better decision making--to provide the best possible informational, evaluative, and cooperative base for making decisions.

- For better instructional programs and supporting services--to promote, as standard procedure, a team approach to problem solving and to relate all activities to the ultimate objective of improving education.

Planning has been interpreted in Colorado* as being a logical process for making decisions about *why* changes should be made; about *what* changes should be made; about *how*, *when* and *where* changes should be made; and about *who* should make the changes. Basically, the major purpose of comprehensive educational planning in the Colorado Department of Education is to develop long-range policy and to guide departmental operation so that the use of available resources would be at a maximum in attaining the educational objectives of the people in the state. Based on the state's educational needs, priorities thus could be established and coordinated effort applied to these needs.

Section Two

DEVELOPING AND IMPLEMENTING A PLANNING SYSTEM

Educational planning in the Colorado Department of Education was initiated through the application of two thrusts. One effort was directed to the development of staff competence in the understanding of the components in a planning process and the other was aimed at the development of a comprehensive long-range educational planning system in the state. The State Board of Education at a meeting in July, 1968, requested that a five-year plan for educational improvements be developed for the state. This request set the planning "wheels" into motion in the department.

Whereas planning in the past had been regarded as important and plans for educational improvement had been developed by individual staff members and within divisions, there never had been a systematic review of such plans to determine whether these plans were coordinated with or supportive of perceived educational priorities in the state. The extent of implementation of these plans normally was determined by a plan's potential to counter "brush fire" crises, to seek solutions to an immediate problem, or resolve a current dilemma. Whether a plan was accepted for implementation also was determined by the attention and support--administrative, financial, and otherwise--that it could muster.

It became obvious during the department's participation in the Comprehensive Planning in State Education Agencies project that a system for planning had to be developed: in other words, a "plan for planning" was necessary for any improvements to ensue. The staff members with responsibilities in the Comprehensive Planning in State Education Agencies project proceeded in this

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*Adapted from a memorandum on Educational Planning prepared by Leonard Landry, Senior Planning Consultant, Colorado Department of Education, July 24, 1969.

direction and, after a survey of state education agency planning practices in the nation, they set up a procedure for the review of plans that were developed in the department. Procedures were established to enable plans for educational improvement to be considered whether they originated from an individual staff member, a team, or a division. The assistance of the planning staff was made available to the entire staff in this procedure. This was especially true with reference to the planning that was necessary in order to comply with the provisions of various federal programs.

Procedure for Submitting Plans

The Colorado Department of Education currently is organized with four operational offices--Instructional Services, Administrative Services, Planning Services, and the State Library--each of which is subdivided into several divisions. Office Planning Councils were established for vertical or intra-office coordination and a Departmental Planning Council was established for horizontal or inter-office coordination. All plans that are developed are first reviewed by the appropriate Office Planning Council and then by the Departmental Planning Council. Plans reviewed through this procedure are submitted to the Administrative Council and the Commissioner for approval for action. When appropriate and necessary, plans are submitted to the State Board of Education for approval.

To facilitate some uniformity in submitting planning proposals, various forms were devised for use in the review procedure (Appendix A). After each meeting of a planning council, a composite review sheet is appended to the proposed plan for the purpose of providing both the originator(s) of the plan and subsequent reviewers with a written account of the recommendations that are made to improve the plan. At each step, the staff member(s) who developed a plan has the option of accepting the recommendations that have been made and amending the plan accordingly, or of rejecting a recommendation and submitting in writing the reason for doing so.

A plan cannot be rejected until it has been reviewed at the planning council level. This provision was made to promote extensive discussion and to aid in spreading new insights and new ideas.

The Furthering of Staff Understanding in Planning

The review procedure for plans is, in essence, also part of the activity designed to orient the department staff to and further the individual staff member's understanding of the components in the planning process and the importance of planning. This experience enhanced individual sophistication in planning and further developed a staff awareness of the need for long-range planning.

The principles and techniques of the planning process and the individual staff member's role in the process were the major foci in the early in-service activities relating to planning. The role of the department's planning staff was interpreted to be that of a change agent: to serve as coordinators rather than initiators, as facilitators rather than implementers, as decision-helpers rather than decision-makers. The premise for this interpretation revolved around the concept that planning *with* others is more effective than planning *for* others.

An optimal effort was applied in fostering a departmental attitude that regarded every member of the staff as an integral part of the planning system. Staff members were encouraged to "do something" about plans that had been developed for educational improvements in the state: to utilize the new channels and new materials designed to facilitate a continuous and coordinated planning process, and thus to enable each staff member to meet his responsibility in seeking educational improvements.

The emphasis in the department's in-service activities in planning has moved beyond orientation and understanding of the process to an intensive examination of the elements and factors that must be considered in planning. In-service activities are taking a new direction by focusing on topics such as:

- Taking a comprehensive look at the parameters of the education system.
- Re-examining the relation of the department's educational goals and those of local school districts.
- Re-examining instructional goals and the programs that support these goals.
- Developing behavioral and operational objectives related to the instructional goals.
- Determining the parameters of good management procedures and practices.
- Applying the systems analysis technique in planning.
- Determining how the department can provide the needed services to assist local education agencies in their planning.

It is envisioned that the trend away from understanding of the specifics in planning toward more broad understandings essential to effective planning will continue as further in-service activities are provided for the staff. All of these learning experiences serve to better prepare staff members to meet the challenges inherent in improving education in the state. The Colorado Department of Education is convinced that adequate and effective educational planning--at the state and local levels--is vital to the educational improvements that are necessary to make education more relevant to the current and emerging needs of the individual and the society.

Staff Involvement in Long-Range Planning for the Colorado Department of Education

There are three sources from which proposals can emanate; the individual department staff member, the Office of the Commissioner and the Planning Unit. A plan can originate with individual staff members, their divisions and their offices. The Planning Unit may, on occasion, be a source for or suggest the development of plans, but its prime responsibility is for the coordination of planning.

A major undertaking of the Planning Unit, in conjunction with the Administrative Council, was the design of and the follow-through on the development of a five-year plan for educational improvement in the state as requested by

the State Board of Education. Initially, an analysis was made of the information that was available from various educational surveys, studies, and the like that had been conducted on the educational needs in Colorado during the last decade or so. This analysis provided some input for an identification of educational needs and priorities (Appendix B). These identified needs and priorities were used as a base for the planning mechanism that was used in the development of the department's five-year plan for educational improvement in the state. The basic steps in the planning mechanism were focused on:

Step One:	Present Needs and Priorities (Where do we want to go?)
Step Two:	Present Program (Where are we?)
Step Three:	Alternative Plans (How do we get from where we are to where we want to go?)
Step Four:	Selected Plan (This is our direction)

Appropriate forms were developed so that each staff member could respond to the first three steps and thus provide additional information for administrative consideration in making the decisions that were needed in developing the five-year plan.

Step One: Present Needs and Priorities. The main elements in Step One were related to the problem areas in education that had been identified from the analysis that had been made. These problem areas were:

- Definition of Goals and Adequate Planning
- Definition of Role and Coordination of Effort
- Equality of Educational Opportunities
- Relevancy of Curricula and Services
- Expansion of Educational Opportunities
- Utilization of Staff
- Financing Public Education

An opinion rating was used to enable department staff members to react to the urgency of the various aspects of each problem area. From this part of Step One a staff consensus of educational needs in the state was identified.

The relationship between the state's educational needs and priorities, and the department's operation and services was established, through staff input, in two other parts of Step One. Essentially evaluation was sought in two matters; the rating of the department's services to improve local school district operation, and the degree to which the internal operation of the department either hindered or supported these services to the local districts.

This experience enabled staff members to gain a perception of the state's educational needs. It also served to establish a priority pattern for needed thrusts, and to ascertain wherein there were discrepancies in the operation of

the department in meeting the educational needs that were identified. The inclusion of staff in the process enhanced the importance and significance of the individual staff member's role in the department's operation.

Step Two: Present Programs. The major emphasis in the activities associated with Step Two was to determine the relationship that existed between the various operations in the department and the identified educational needs and priorities in the state. Here again, staff charged with responsibility for programs provided information (input) regarding the reasons for a program, the services being rendered, the clientele being served, and the results being attained.

Step Two helped staff members to gain a perspective of the department's total operation--the "whole in relation to the parts"--as well as some understanding of the extent of effort being applied per program to needs assessment, program planning, budget preparation, program evaluation, dissemination, reporting and implementation.

Step Three: Alternative Plans. The main focus of the activities relating to Step Three basically was on program planning to extend over a five-year period. Staff members responsible for programs in the department developed a minimum of three alternative plans that would relate program operation more directly to identified needs and priorities in Colorado. In each plan the problem was defined, goals were established, performance objectives determined, personnel needs identified, and budgets projected for a five-year period.

The Step Three activities provided the Administrative Council and the Commissioner with an information base from which decisions could be made in the development of a five-year educational plan in the department. An example of a development from this phase of activity is the Goals for the Colorado Department of Education statement prepared in July, 1969 (Appendix C). This statement reflects, in essence, an "umbrella" for the operation of the department and the emphases therein contained.

Step Four: Selected Plan. Step Four was designed to enable policy and action decisions to be made as a result of the input from the preceding steps. Wherever appropriate, recommendations for the improvement of the department's operation to further its impact on educational improvements in the state were made to the State Board of Education by the Administrative Council and the Commissioner. Selection from the alternatives and their refinement in Step Four also provided base information for building the department's budget requests. By interweaving the results from each of the four steps a clearer delineation of long-range policy emerged to guide the department's operation so that its programs and resources could be maximized in attaining the perceived educational goals and objectives of the state. Thus, priorities based on educational needs became a prime factor in determining the nature of operations in the department.

Needed Reorganization in the Colorado Department of Education

It became obvious when the steps were being applied in the development of the department's five-year plan that the organizational structure of the Colorado Department of Education would have to be modified. In order to meet the

educational needs and priorities in the state in a more effective manner, programs and operations had to be more closely related to these needs and priorities and organized so that the department could maximize its impact in problem resolution.

Several alternatives were available in moving toward a reorganization plan. Reorganization could have been accomplished through:

- A mandate from the State Board of Education based on reorganization recommendations from the Administrative Council and the Commissioner.
- A decision on reorganization made by the Commissioner.
- The present organizational structure with a new challenge issued for greater leadership and service.
- The involvement of the staff in the determination of the needed reorganizational changes.

The administrative decisions that were made blended the above alternatives into a "package" that called for: (1) staff involvement in department task forces to study the identified priority needs and problems; (2) involvement of the members of the Administrative Council to head each task force; and (3) preparation of reorganization recommendations from each task force that could be submitted by the Commissioner to the State Board of Education for consideration and approval. These task forces were transitional in the process of determining the type of organization that could better serve the educational needs in the state.

The logic for staff involvement in the reorganization effort was related to the need for continual staff interaction on issues of priority concern and the need to further staff understanding of and concern about these priority issues.

Task Forces. On the basis of the perceived educational priorities in the state that emanated from the external and internal analyses and the goal statement of the Colorado Department of Education, seven task forces were developed within the department to function during the 1969-70 fiscal year. By area of concern, they were:

- Learning Environment
- Minority Problems
- Assessment and Evaluation
- Consolidated Information
- Efficiency and Economy
- Dissemination and Diffusion
- School Improvement Contracts

Task force membership was inter-divisional on the basis of an individual staff member's interest and competence in the area of concern (problem) of a task force. Department staff members were asked to serve in a dual manner for the 1969-70 year: to continue the day-by-day functions of the department and to devote the needed time to accomplish the objectives of the task forces.

The major challenges presented to each of the task forces related to the need to clarify the educational concern and to define the role of the department as an effective agent in helping to resolve the problem. Thus, each task force had as an objective the development of a plan to enable the department to reorganize itself for effective action in facilitating needed educational improvements in the state.

A brief description of each task force follows:

Improved Learning Environment

There exists irrefutable evidence that the educational program in the schools has not been overly successful in relating to the changing needs of society and to the needs of the youth who are to be educated. New structures and new techniques need to be developed to create a learning environment which will maximize the learning potential of each pupil. It was the purpose of this task force to develop and initiate such structures and techniques.

Minority Problems

The purpose of this task force was to work on the identification and resolution of problems that were unique to children from minority groups. In addition to other problems, the task force sought solutions to those problems incident to de facto segregation. The goal would be the development of educational opportunities commensurate with the needs of each individual.

Assessment and Evaluation

One of the major obstacles to the achievement of the goals and purposes of public education has been the lack of ability to measure objectively the product of education. The purpose of this task force was to seek some breakthroughs in this area. The goal in the development of these new techniques would be improved evaluation of education at both the local and state levels.

Consolidated Information

This task force was to identify the kinds of data needed for educational management at all levels; to avoid duplication in the gathering of statistical and other kinds of educational information; to make this information usable through appropriate dissemination practices; and to achieve greater accessibility and analysis of information through automation.

Economy and Efficiency

The purpose of this task force was to aid each school system to achieve an optimum degree of efficiency and economy in its operation and administration. In addition to the usual areas, particular attention was to be given to the development of appropriate program planning and budgeting systems for the schools.

Dissemination and Diffusion

The purpose of this task force was the development of new and improved means of dissemination and diffusion of educational innovations and improved educational practices. Techniques were to be developed to bridge the gaps between research, demonstration and implementation of educational innovation as well as developing means of identifying and evaluating new practices.

Colorado School Improvement Contracts

The purpose of this task force was to aid in the initiation and improvement of a new concept in school accreditation. Experience has demonstrated that past procedures for accreditation were too restrictive and did not provide the necessary incentive for school districts to go beyond required minimums. The new concept would require each school district to define its goals and objectives in behavioral terms which are measurable. The next step would be detailed planning as to how the goals and objectives are to be accomplished. When agreement has been reached between the school district and the State Board of Education, the school district would be evaluated according to its progress in meeting its goals. (Further information on this development will be presented later in this report.)

Because the task force effort is currently underway, it is not possible to identify the specific reorganizational recommendations that may be made. (General recommendations to date are reflected in Appendix D of this report.) There are several observations that can be noted from the experiences of the task forces to date. They are:

- A greater degree of inter-divisional understanding is emerging.
- The "horizons" of individual staff members have been expanded as persons develop a broader perspective of the problems facing education.
- A unity of purpose and a greater sense of individual contribution to purpose is being developed in the department.
- The concepts of cooperation and coordination in planning are being reinforced.

In all probability, the eventual (within the next year) organization pattern in the Colorado Department of Education will be appreciably different than the current pattern. As Dr. Byron W. Hansford, Colorado Commissioner of Education, recently stated:

> ...it is essential that early in the 70's we greatly alter our practices based on what we know about how children learn and the role that the *staff* should play *as facilitators of learning.**

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*Byron W. Hansford, "The Next Ten Years," Education Colorado (Official publication of the Colorado Department of Education, Denver, Colorado: Volume V, No. 10, January 27, 1970).

The emerging emphasis, apparent from all efforts thus far in reorganization, appears to relate to the concept that learning and the learning process are the focal points in education. State educational planning, programs and support services undoubtedly will reflect this thrust of direction as the department's leadership role is further defined.

Relationships with the Local Education Agencies in Educational Planning

The Colorado Department of Education, having implemented its own operational planning system, is now in a better position to provide the leadership and service necessary for helping local school districts to organize their own planning programs. The basic procedures and techniques used at the state level are applicable at the local level. The same commitments of leadership, service, and supervision apply. The same rationale is pertinent: better information for better evaluation, for better coordination and better decision making, for improved instructional programs and supporting services. The instructional program, supporting services for students, and supporting services for staff circumscribe educational problems at the district as well as the state level.

Planning at the local level for the organization, implementation, and evaluation of educational improvement programs is fundamental to continuous, comprehensive, and coordinated educational planning in Colorado. The purpose of state planning is to supplement and facilitate rather than supplant local planning.

Local Long-Range Educational Planning Projects. The department currently is assisting in the development of long-range educational planning on an experimental basis in three local school districts. These districts are representative of urban and rural settings and differ in factors of size and wealth. Funds for these projects were made available under provisions of the Elementary and Secondary Education Act, Title V, Section 503 that relate to the strengthening of local school districts. Planning assistance is provided by the personnel in the department's Office of Planning Services and, under contract, through services from the Educational Planning Service (EPS) of the University of Northern Colorado and the Bureau of Educational Research of the University of Denver.

The interim reports, submitted by the three districts after a year's participation in the project, indicate that the districts are developing a degree of sophistication in planning. Each district is developing a five-year plan that should result in local improvements in programs, operation and management.

The development of comprehensive planning programs in local school districts is considered to be of priority importance in the state. It is anticipated that the procedures used--adapted from the department's experiences in planning and the programs developed by these three districts--will prove to be useful referent models for other Colorado school districts.

Accreditation of Public Schools in Colorado. On June 10, 1969, the State Board of Education adopted an alternate program for accrediting schools in Colorado. This program was identified as "contract accrediting." The minutes of a Board of Education meeting on the subject stated that:

"On a pilot basis, the Colorado Department of Education is now experimenting with an alternate approach to accrediting schools in Colorado. This program should be available to the entire state later, contingent on the success of the pilot program.

1. The school (and/or district) arrives at its purposes, goals and/or objectives for education in its community through self-study or some other appropriate techniques.

2. The Department of Education, working with the school (and/or district) assists in the development of these purposes, goals, and/or objectives into statements of criteria.

3. An implementation program for each criterion is then *planned*, including requirements for in-service, budgets, appraisal procedures, programs, and instruments.

4. The entire program for all criteria and the accompanying program of implementation is then incorporated into a contract which the local board of education adopts as board policy for the district. Copies of this contract go to the Department for review and recommendation to the State Board of Education.

5. Upon favorable action by the State Board of Education, the school (and/or district) is then accredited under the contract."

The new program, by focusing on goals, should lead toward more meaningful local educational programs through greater vision and *long-range planning* instead of insuring the minimum programs normally found in most state accreditation programs. The involvement of local personnel who must implement the program in the development of goals is a key factor in a program of accreditation by contract.

The experiences in planning that have been afforded to the members of the Colorado Department of Education places it in a good position to assist the local schools in the new accreditation by contract program. Essentially the challenges and objectives in planning for educational improvement are the same at the state and local levels.

Coordination with Other State Agencies in State-Wide Educational Planning

Preliminary steps have been taken by the Colorado Department of Education to establish communication lines and bring about interaction with other state agencies. The tradition of each state agency functioning as an "entity unto itself" has been fairly well established and effort and time are needed to erode this tradition.

Cooperation and coordination in planning extends beyond the relationship between the Colorado Department of Education and the local school district. There are other agencies, institutions, and groups that must become involved in the process if educational planning is to be comprehensive, state-wide, and long-range.

Representatives from the department meet periodically with the Colorado Commission on Higher Education. This commission is a coordinating rather than a governing board and is charged with *long-range planning* for state programs of higher education, for budget request review and decisions, and with study and recommendation in other areas of programming. This interaction between public (K-12) and higher education should prove productive in the long-range planning that ensues.

The Administrative Rule issued by the federal government (Bureau of the Budget, Circular No. A-95), which implements part of the Intergovernmental Cooperation Act of 1968, mandates that certain proposals submitted by any agency for federal grants must be reviewed at both regional and state levels. There have been eight planning regions established in Colorado by the Governor's Planning Office and any proposals affecting the public schools in these regions are reviewed by the Colorado Department of Education. The basic purpose of this program is to coordinate projects, to eliminate duplicate activities, and to make wiser use of all funds--federal, state, and local.

Department staff are encouraged to participate with personnel from other state agencies in discussion and planning on matters relating to education in the state. For example, department interaction is developing with other state agencies concerned with health, welfare, economic opportunities, institutions, community colleges and vocational education. Planning Unit personnel also meet periodically with the members of the Governor's Planning Office. All of these efforts reflect the department's attempt to seek cooperation in and the coordination of educational planning in Colorado.

The Use of Advisory Groups

The State Board of Education has the power "To appoint such advisory committees as may be beneficial to the improvement of education in the state," (Section 123-1-7 (1) Colorado School Laws, 1966). As of September 1969, there were 18 advisory committees functioning with 318 committee members who represented various interest groups in the state. Each committee had been authorized by the State Board of Education as need had arisen and, in some cases, to meet the requirements of a particular federal program. Special ad hoc committees have been established by the Commissioner to serve specific purposes for limited periods. The input provided by the committees has had an influence on the policy decisions being made by the State Board of Education and on policy implementation by the Colorado Department of Education.

The recommendations from the results of an opinion survey in 1969 on the effectiveness of advisory committees indicated the need to "tie-in" the work of the advisory committees to the needs and priorities for educational improvement that have been established in the state. It was also recommended that advisory committee membership be broadened to be more representative of the publics served by educational programs and of other governmental agencies that are cooperating with the department in carrying out programs for educational improvement.

Section Three

FACTORS RELATED TO THE DEVELOPMENT OF A PLANNING CAPABILITY

In the process of changing the structure and operation of a state education agency, there inevitably are some serious problems and puzzling dilemmas that must be considered and overcome. The Colorado Department of Education, in moving in the direction of educational planning to facilitate necessary changes in education, has encountered and, still is encountering, influences and factors that impede progress.

Inhibiting Influences and Factors

From all indications, the three most observable influences that inhibit progress in planning relate to: (1) personnel attitudes about the value of planning; (2) organizational and management difficulties; and (3) financial constraints that limit the extent and effectiveness of the planning operation.

Attitudinal Factors. The acceptance of planning as a necessary ingredient for any purposeful activity to take place is still subject to doubt in the minds of some persons. Some state education agency personnel, with established perceptions of role, tend to give "lip-service" to the value of planning but, in reality, question its worth in view of pressing needs--"brush fires"--that have to be met in the most expedient manner.

The amount of time involved in orienting the department's staff to the planning process and in serving on task forces received criticism from some staff members. Such individuals felt that they were being kept from "doing their jobs." This attitude likewise is reflected by some persons at the local level who view planning as a questionable expenditure of time and use of resources in terms of what has to be done immediately.

Inherent in the planning thrust in the department are fears as to what impact planning might have on an individual staff member's perceived function: whether or not a person's speciality--area of competence—would still be needed. Change is implied whenever planning is emphasized and some personnel resist change because of the "unknowns" associated with it. Often the concept of "planning with" as opposed to "planning for" is misinterpreted and an individual's security is threatened by a fear of being controlled by a plan.

The experiences afforded the department staff members in developing an educational planning system in Colorado generally have served to bring about more positive attitudes toward the need for planning. There undoubtedly are some persons who still are not committed to the need for and the value of planning and resent the time required to make the planning process effective. As positive results of the programs that have been implemented through the planning process are realized in the state, attitudes probably will be altered about the value of planning. Continuing effort in the department and in the state can serve to further stimulate a positive attitude toward educational planning.

Organizational and Management Factors. The planning emphasis brought about a realization that changes were needed in the department's organizational structure. For example, it was apparent that the traditional regulatory functions in teacher certification, accreditation, pupil transportation, and the

like have lessened in their importance in bringing about needed changes. For educational needs to be met in a priority manner, the structure, and, more important, the programs of the department had to be brought more in line with needs and priorities. This procedure implied the establishment of new inter-intra-divisional relationships, new patterns of cooperation and coordination throughout the state and the application of the department's programs and personnel efforts to the goals and objectives established through planning.

The information component in the department had to be strengthened so that it could provide the services needed in educational planning. The accounting system had to be reorganized so that new systems could be utilized to increase efficiency and economy in the accounting for funds in state and federally supported programs.

The involvement of the department's staff in the reorganization process has served to bring forth some creative organizational ideas and also helped to allay some staff fears. Each state member had the opportunity, through the task forces and on an individual basis, to contribute to the decisions that were to be made in this matter.

The process of evaluation currently represents an element that must receive further attention for educational planning to be effective in the state. This problem is being approached through the department's involvement in the Title V, Section 505, Interstate Planning Project with a goal of assisting in the development of an assessment and evaluation system for Colorado.

Financial Constraints. Federal funds, largely provided by Title V, Section 503, Elementary and Secondary Education Act, basically support current activities in educational planning at the state level. Were these funds to be reduced or withdrawn, the Colorado Department of Education would be hard pressed to further its planning operation. This situation is magnified at the local level where, in some instances, costs have risen to a point that some school systems virtually are operating on a "stand-by" basis. Though the need to plan is being advocated and emphasized at all levels of government, financial support for planning generally is not made available at the state and local levels.

Greater financial support from the state for state-wide educational planning is necessary in order to further the progress that has been achieved to date. Until such state funds are made available, the department as well as the local school districts, will have to rely primarily upon funds that are available for planning through the various federal programs to improve education.

Other Inhibiting Factors. A cumbersome arrangement of boards and agencies in Colorado serves to hinder comprehensive state-wide planning for educational improvements. A proliferation of state boards and committees for the various levels of education magnifies the problems of cooperation and coordination in planning. Currently in addition to the State Board of Education for public elementary and secondary schools, there are the following governing boards over Colorado's institutions of higher learning and vocational education:

Regents of the University of Colorado
State Board of Agriculture, Colorado State University and Fort Lewis College
Trustees of the Colorado School of Mines

Trustees of the State Colleges in Colorado: Adams State College, Colorado State College, Metropolitan State College, Southern Colorado State College, and Western State College

Board of Community Colleges and Occupational Education: Community College of Denver, El Paso Community College, Lamar Community College, Otero Junior College, Trinidad State Junior College (This board also supervises federally subsidized vocational educational programs in public junior and senior high schools)

Local Junior College District Committees: Aims College, Arapahoe Junior College, Colorado Mountain College, Mesa College, Northeastern Junior College, Rangely College

It is often difficult for educators, including state department leaders, to develop viable relationships with political officials. The separateness of education from other governmental agencies tends to create communications barriers between the groups. In terms of the legislature, state department problems are compounded by the absence of an identifiable and visable support group to do "legislative battle" for them. It is true that state departments of education serve all education in the state to some extent, but few educators in the state identify with the total program. State departments thus cannot rely upon tightly organized groups to back their proposals in the sense that other interest groups can. This condition is indicative of another type of problem that the Colorado Department of Education faces as it strives for better relationships with other governmental bodies.

Progress and Achievements in Educational Planning

As stated earlier, the goal of attaining educational improvements through planning has not as yet been achieved in Colorado. The development of a planning system that is comprehensive, state-wide and long-range requires extensive effort that has to be applied over a period of time.

In capsule form, the following accomplishments represent the Colorado Department of Education's achievements in the past few years. They include:

- "Planning for planning" in the department with a result that enabled an internal planning mechanism to emerge.
- Extensive programs of in-service for the department's staff to better prepare them in assisting local school districts with their planning.
- Development of the department's five-year plan for educational improvement that included the results from an analysis of present and emerging state needs and priorities and selected plans to meet these needs in priority fashion.
- Use of an internal task force approach to clarify and amplify the state's educational needs and priorities and, in the process, develop proposals for needed changes in the organization of the department.
- Assistance to selected school districts to develop models for cooperation in planning at the local level and to further local understanding of and local competence in planning.

- Development of a new system of state school accreditation that necessitates local long-range planning, and more important, calls for program implementation related to local needs and priorities.

- Institutional and individual involvement in advisory groups to the department and interaction with other agencies--local, state, and federal--to establish a pattern for coordinated effort in planning on matters affecting the public schools.

The pattern that emerges from current reorganization efforts will be significant in determining how rapidly the department can further its leadership role and its progress in educational planning. From the momentum established to date, it appears that the planning process will be strengthened as the components of planning--assessment and evaluation, management information, fiscal management and manpower resources--are operationally blended for greater efficiency and effectiveness.

The Colorado Department in Education, in a proposal under Title IV, Section 402, Elementary and Secondary Education Act, is seeking funds for strengthening planning and evaluation activities at both the state and local levels. When these funds materialize, the department will be able to expand its in-service activities in planning throughout the state and offer more services to assist local school districts with their planning. It is anticipated that the use of special consultants--resource associates--on a short-term basis will enhance the quality of state planning assistance that can be offered to local school districts.

There are currently 15 public school districts participating in the pilot test of "contract accrediting" in Colorado. The first contract was submitted to the State Board of Education on May, 1970 and a number of districts could have contracts by September. This procedure will stimulate both long-range and short-range planning programs in school districts and tie these local plans to the criteria derived from local and state studies of educational goals and/or purposes.

The department in 1969 formed a committee to develop a Program Planning and Budgeting System (PPBS) for all Colorado school districts. Representatives were appointed from a number of school districts in the state. It is anticipated that a tentative system of cost accounting by instructional programs can be ready for a pilot run in 1971. All districts in the state could be implementing budgeting and accounting by program by 1973.

The department continues work on the central problems facing education today and anticipated for tomorrow: how to encourage long-range planning; how to measure performance; how to keep pace with the demands of a changing society; how to spread new and worthy education practices; and how to get school districts to accept these practices. The broad goals of the department in leadership, service, and supervision in the areas of learning and pupil service, planning and evaluation, communications and public involvement and preparation and utilization of personnel represent the thrusts that are leading Colorado education into the decade of the 70's.

Imperatives for Education in Colorado*

Education has served Colorado and the nation well in helping to establish the world's highest standard of living and in making democratic living a reality. However, just as an assessment must be made of what our present procedures and modes of living are doing to the physical environment, the *what* and *how* of education likewise must be examined to determine their implications for the human environment. A determination must be made as to whether or not the educational program of the fifties and sixties is appropriate for the seventies and eighties.

Fundamental changes in the *what* and *how* of education will take place with or without the help of professional educators. It is far better for the educators to participate actively in these designs for changes in an enthusiastic and cooperative manner rather than to resist these changes on bases such as tradition and self-security.

What is meant by the *what* and *how* of education? The *what* refers to a program that is designed to meet the identified needs of individuals, communities, and society: a carefully planned series of learning experiences based on individually diagnosed needs as opposed to a primarily subject matter oriented curriculum in which the individual is forced to conform to programs which in most cases are not related to either his interests or his needs. The *how* refers to the concepts and methods of operation which require members of the instructional staff to serve as facilitators of learning rather than dispensers of knowledge: a school situation where specialists work with learners to stimulate intellectual curiosity, to provide individual diagnosis of learning needs, to prescribe individually tailored learning experiences and to promote continuous evaluation of the products of education.

The schools obviously should move in the direction of becoming learning resources centers where both human and other resources are effectively utilized to facilitate learning. In the process of bringing about this change, a redefinition is needed in the roles now being served by both teachers and administrators.

On the basis of the beliefs of the staff of the Colorado Department of Education that are expressed above, the following represent the fundamental changes that are deemed *necessary* in Colorado and toward which the leadership, service and supervision efforts of the department are being directed:

- Planning--must include a restatement of the goals and objectives of the schools based upon identification of the needs and aspirations of the individuals to be served, the community and the society in general, plus the organization and operation of the schools to accomplish these purposes.

- Evaluation--must be based on the outcomes of education rather than the inputs and must relate directly to how well the stated goals and objectives are achieved.

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*The information is based on a statement on the beliefs of the Colorado Department of Education about its emerging leadership role as presented by Dr. Byron W. Hansford, Colorado Commissioner of Education in May 1970.

- Implementation--must include a reorientation of educational staffs at state and local levels to serve as facilitators of learning as opposed to being primarily dispensers of knowledge.

Other changes such as improved management and program information systems, the adaptation of systems analysis to education, more effective utilization of technology, and the like are of little value if the *necessary changes* do not precede them.

The Colorado Department of Education is committed to these new thrusts and is organizing its resources to implement them in an effective manner and to the extent that it is possible. The resources in the department will be utilized at a maximum to attain the educational objectives that are becoming more clearly defined in Colorado.

APPENDIX A

FORMS FOR SUBMITTING PLANNING PROPOSALS IN THE
COLORADO DEPARTMENT OF EDUCATION

A. Title Page

B. Format for Submitting Plans

C. Format for Reviewing Plans by
   1. The Office of Planning Councils
   2. The Departmental Planning Council
   3. The Administrative Council

A. TITLE PAGE

Title of Plan:_____

Brief Statement of Plan:_____

Submitted To:_____

Submitted By:_____

Type: Preliminary Draft_____ Final Draft_____

Date Submitted:_____

B. FORMAT FOR SUBMITTING PLANS

Preliminary Draft (Optional)

Section 1: Identify and Support Needs for Improvement
Section 2: Describe anticipated Changes and expected Outcomes

Final Draft

Section 1: Identify and support Needs for improvement
Section 2: Describe anticipated Changes and expected Outcomes--in terms of
a) the program
b) supporting services for students
c) supporting services for staff
d) materials, equipment and facilities
e) finances
Section 3: Describe Procedures to bring about desired improvements--in terms of Departmental personnel, time and funds
Section 4: Describe Evaluation procedures
Section 5: Budget

C. FORMAT FOR REVIEWING PLANS

1. REVIEW FORM FOR OFFICE PLANNING COUNCILS

Criteria for Review:

a. Are anticipated changes and expected outcomes closely related to stated needs?
b. Have Departmental resources (personnel, time, and funds) been adequately specified?
c. Have adequate provisions been made for evaluation before, during and after the project?
d. To what extent have related personnel been involved and current activities or plans of a similar nature been coordinated?

Action Taken:

Recommended as Proposed_____Recommended with Modifications_____

Not Recommended_____

Recommended Modifications:_____

Other Comments:_____

2. REVIEW FORM FOR DEPARTMENTAL PLANNING COUNCIL

Criteria for Review:

a. Are anticipated changes and expected outcomes closely related to stated needs?
b. Have Departmental resources (personnel, time, and funds) been adequately specified?
c. Have adequate provisions been made for evaluation before, during and after the project?
d. To what extent have related personnel been involved and current activities or plans of a similar nature been coordinated?
e. Have recommended modifications been made, or has an adequate explanation been given for not making them?

Action Taken:

Recommended as Proposed_____Recommended with Modifications_____

Rejected_____

Recommended Modifications:_____

Other Comments:_____

3. REVIEW FORM FOR ADMINISTRATIVE COUNCIL

Criteria for Review:

a. Are anticipated changes and expected outcomes closely related to stated needs?
b. Have Departmental resources (personnel, time, and funds) been adequately specified?
c. Have adequate provisions been made for evaluation before, during and after the project?
d. To what extent have related personnel been involved and current activities or plans of a similar nature been coordinated?
e. Have recommended modifications been made, or has an adequate explanation been given for not making them?

Action Taken:

Accepted as Proposed_____ Accepted with Modifications_____

Rejected_____

Recommended Modifications:_____

Other Comments:_____

APPENDIX B

COLORADO DEPARTMENT OF EDUCATION

September, 1968

* *

MAJOR CONCERNS AND PRIORITIES

The Colorado Department of Education is aware of the many serious and difficult problems confronting public education today. A careful analysis of the situation and of the Department's responsibilities has resulted in the selection of the following list as major concerns. Many of these are, in reality, broad areas of concern that tend to overlap each other. Each of them, however, contains important specific problems and issues from which the Department will draw priorities for action. The order in which the items are listed has no particular significance.

1. Human Relations
2. Rights and Responsibilities of Individuals and Groups
3. Urban Education Problems
4. Definition of Goals and Systematic Evaluation
5. Adequate Planning
6. Equality of Educational Opportunity
7. Conservation of Resources
8. Expansion of Educational Opportunities
9. Development of Relevant Curricula
10. Local-State-Federal Relations
11. Church-State Relations
12. Staff Preparation and Utilization
13. Inservice Education for School Staff
14. Relations between School Boards and School Employees
15. Financing Public Education
16. Efficiency and Economy in Public Education
17. School District Reorganization
18. Public Communication and Involvement

APPENDIX C

COLORADO DEPARTMENT OF EDUCATION

July 1969

G O A L S

I. The CDE will provide Leadership, Service, and Supervision to--IMPROVE EDUCATIONAL OPPORTUNITIES

A. By promoting educational opportunities sufficient to meet the needs of all children in Colorado.

B. By working for an appropriate range of post-secondary educational opportunities.

C. By promoting expanded and enriched educational opportunities for disadvantaged children.

D. By extending the opportunities and benefits of education to meet the needs of handicapped children.

E. By promoting enriched educational opportunities for gifted and creative students.

F. By facilitating learning through improving teaching, the curriculum, and the learning environment.

G. By promoting programs which help students develop greater social awareness and skill in interpersonal relations.

H. By encouraging increased opportunities for meaningful student involvement in developing relevant school activities.

I. By promoting programs which help students make wise career decisions.

J. By promoting improved health among children and appropriate adult groups.

II. The CDE will provide Leadership, Service, and Supervision to--IMPROVE PLANNING AND EVALUATION

A. By encouraging comprehensive, continuous, long-range planning.

B. By establishing procedures for the continuous assessment of needs and redefinition of goals.

C. By developing better evaluation procedures for improving education and reporting to the public.

D. By promoting desirable educational research in the improvement of learning.

E. By encouraging innovative and experimental programs.

F. By facilitating the most efficient and economic use of resources for the improvement of educational opportunities.

G. By working for more appropriate organization of education at the local, state, and national level.

H. By working for adequate financial support of the public schools.

III. The CDE will provide Leadership, Service, and Supervision to--IMPROVE COMMUNICATIONS AND PUBLIC INVOLVEMENT

A. By developing a comprehensive communications program so that the general public and appropriate special publics will better understand and support education.

B. By encouraging the involvement of citizens and parents in community-school relations.

C. By promoting education as a catalyst for coordinating inter-agency efforts in solving social problems.

D. By promoting positive intercultural relations.

IV. The CDE will provide Leadership, Service, and Supervision to--IMPROVE PREPARATION AND UTILIZATION OF PERSONNEL

A. By improving the quality (via pre-service and in-service education) and increasing the quantity of education personnel.

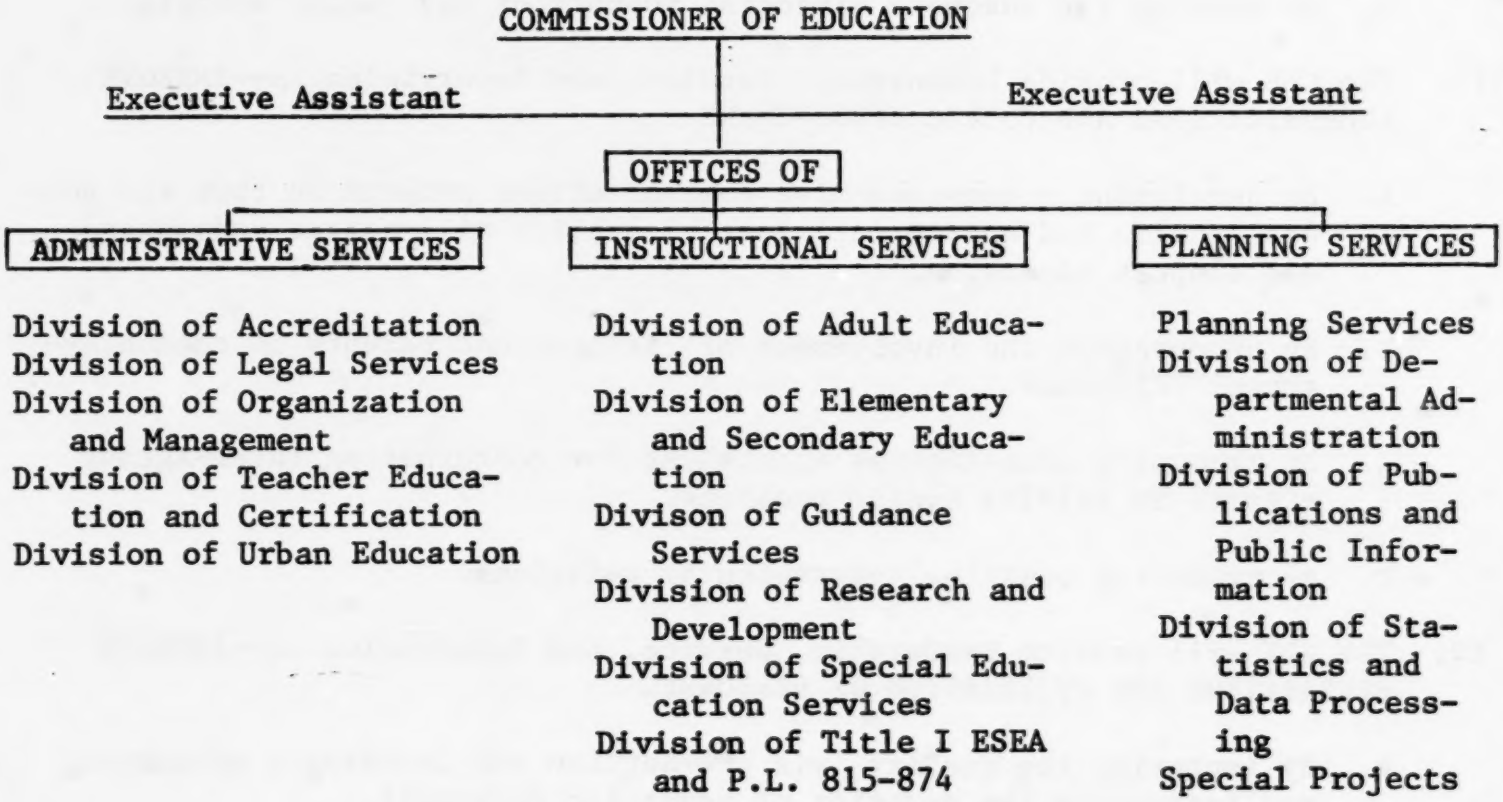
B. By encouraging consideration of new types of personnel and the establishment of differentiated staff assignments.

C. By clarifying and working for satisfactory professional relationships between employers and employees in education.

APPENDIX D

COLORADO DEPARTMENT OF EDUCATION
REORGANIZATION TO FACILITATE NECESSARY CHANGES IN EDUCATION

1969-70



July 1, 1970